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The situation in Afghanistan and its implications for international peace and security

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 64/11 and Security Council resolution 1917 (2010), in which the Council requested me to report on developments in Afghanistan every three months.

2. The report provides an update on the activities of the integrated United Nations Assistance Mission in Afghanistan (UNAMA) and reviews the situation in the country since my previous report of 10 December 2010 (A/65/612-S/2010/630). The annex to the report contains an assessment of progress towards benchmarks and indicators since my report of 10 March 2010 (A/64/705-S/2010/127), in line with Security Council resolution 1868 (2009). The benchmarks against which progress has been tracked have been slightly revised from those presented in my report to the Council of 22 September 2009 (A/64/364-S/2009/475). They are now organized around the objectives and indicators agreed at the International Conferences on Afghanistan, held in London on 28 January 2010 and in Kabul on 20 July 2010, referred to as the Kabul process, as well as the mandate of UNAMA.

II. Security and political developments

A. Security situation

3. The number of security incidents continued to be significant, as it has over the past several years, with 1,664 incidents in January 2011, compared to a monthly average of 1,620 in 2010, and 960 in 2009. Armed clashes and the use of improvised explosive devices constitute the majority of incidents. At the end of 2010, suicide attacks remained at an average of 2.8 per week compared to the weekly average of 2.6 through 2009. Abductions and assassinations continued through the last two months of 2010 and into January 2011. The southern city of Kandahar and its surrounding areas remained the focus of such incidents throughout the reporting period, with 20 suicide attacks and 33 assassinations occurring in the city, which is also the focus of activity for the Afghan national security forces and the International Security Assistance Force (ISAF).

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4. The Afghan national security forces and international military forces have intensified their operations. Pro-Government forces have reportedly inflicted losses on mid-level commanders of networks of anti-Government elements. The number of districts under insurgent control has decreased, and in the areas surrounding Kunduz and Balkh Provinces, joint operations of the Afghan national security forces and ISAF have displaced anti-Government elements. In response, anti-Government elements are expanding operations into previously uncontested areas. In November 2010, 11 additional districts were designated as high risk and an additional 3 were rated as very high risk to United Nations operations. These include not only areas contiguous with districts that have long been the focus of the insurgency, but increasingly include areas in the north.

5. As a result of the increased tempo of security operations in northern and western provinces, an increasing number of anti-Government elements are seeking to join local reintegration programmes. As a reaction, insurgents are increasingly attacking those who choose to reconcile and reintegrate with the Government. While the military gains in northern Afghanistan are assessed as sustainable, outreach in these areas will continue to be limited for many civilian organizations, including the United Nations, owing to the asymmetric tactics adopted by remaining small groups of anti-Government elements.

6. In the southern provinces, the Afghan national security forces and international military forces continued to report progress in the stabilization of areas formerly controlled by insurgents. Insurgents have responded to the loss of terrain with an asymmetric campaign of violence and intimidation. Owing to improved rates of detection of improvised explosive devices and increased cooperation from communities, insurgents have increased their use of suicide attacks that are more indiscriminate in their impact on both civilians and aid organizations. At the same time, insurgents have continued to attack Government and security institutions. These efforts were typified by a suicide attack that killed the Deputy Governor of Kandahar in January, as well as two large coordinated attacks against two police stations in the same city in February, and a suicide attack against a bank on civil servant's pay day in Jalalabad, also in February.

7. In Kabul, the increasingly effective Afghan national security forces continue to limit insurgent attacks. Although a total of 13 suicide attacks took place in the capital in 2010 (compared to 12 in 2009), between March and December 2010, there were no suicide attacks in the city centre. However, on 28 January and 14 February 2011, suicide attackers struck against upscale targets frequented by both Afghans and international personnel. The first attack resulted in 10 civilian deaths and 17 injured and the second caused the death of two armed guards who attempted to stop the attackers. While both incidents testify to the clear intent of insurgents to strike inside the capital, both also show a reduced level of competence in their planning and execution.

8. A 16 January preparatory meeting to the next Security Standing Committee of the Joint Coordination and Monitoring Board recommended an increase in the authorized strength of the Afghan National Police from 134,000 to 170,000 and in the Afghan National Army from 171,600 to 195,000 by November 2012. As of January 2011, the actual strength of the Afghan national security forces was as follows: 152,000 for the national army and 118,000 for the national police. UNAMA continues to emphasize the importance of merit-based and ethnically balanced

recruitment across the country, as well as the provision of training through the North Atlantic Treaty Organization (NATO) Training Mission — Afghanistan and Combined Security Transition Command — Afghanistan and the European Union Police Mission in Afghanistan.

9. In January 2011, the Minister of Interior signed the new national police strategy, to be followed by the national police plan. The strategy provides guidance for continued development and increased operational capability of the Ministry, in line with its five-year strategic priorities. These include training and education, police leadership development, anti-corruption, improvements to living standards and working conditions of the police, review of the organizational structure, and the development of a system of incentives and disciplinary measures.

10. UNAMA continues to provide advice to both the Government of Afghanistan and ISAF on community-based police initiatives, including the Afghan local police, to ensure appropriate community outreach measures are taken and command and control arrangements are put in place prior to the establishment of new community-based police units. In February 2011, the seventh phase of the Afghan local police initiative was approved by the Ministry of Interior, allowing for the recruitment of up to 15,700 individuals under this programme.

11. The decision by the Government of Afghanistan to disband private security companies and transfer protection responsibilities to the Ministry of Interior's Afghan Public Protection Force by the end of 2010 was delayed by difficulties in establishing mechanisms for transitioning away from existing contracts with private security companies. My Special Representative, the international community and NATO have expressed their support for the principle of eventually disbanding all private security companies and for Afghan institutions to take over security. All parties continue to work to devise a mechanism that does not adversely affect the security of international organizations or the ability of the international donor community to deliver necessary aid.

B. Outcome of elections

12. With the certification of the results of the 18 September 2010 elections, a number of powerful candidates did not obtain seats in parliament, either because they lost the vote according to the tally of the Independent Election Commission, or because they had been disqualified owing to evidence of fraud.

13. Several unsuccessful candidates complained about fraud and disenfranchisement owing to insecurity in the areas of their constituencies, mostly in districts with a predominantly Pashtun population. Despite the certification of the election by the Independent Election Commission, the Attorney General's Office initiated an investigation process, assembling a file of hundreds of complaints. As a result, 14 electoral officials were named by the Attorney General as complicit in fraud, and on 13 December their files were sent to the Supreme Court. On 21 December, the Supreme Court announced the creation of an ad hoc Special Court with apparent authority to review complaints arising from the elections, including those assembled by the Attorney General. The Independent Election Commission and the Electoral Complaints Commission rejected the Court's authority over the elections, arguing that according to the Constitution and the electoral law, the decisions of these two bodies on electoral matters are final. On 22 December, the Security Council issued a press

statement welcoming the announcement of the final results and looking forward to all Afghan institutions continuing to act within their clearly defined areas of competence in accordance with the relevant laws and the Afghan Constitution.

14. On 19 January, President Karzai sought a one-month delay in the inauguration of parliament, planned for 23 January, acting on advice of the Special Court, which had asked for more time to complete its work. The majority of the newly elected members of parliament, demonstrating unity across ethnic and regional lines, called for the inauguration to go ahead as scheduled. UNAMA and the international community emphasized the need for a timely inauguration of parliament so that the executive, legislative and judicial branches could continue with the execution of their functions.

15. In a series of meetings between the President, elected members of parliament and unsuccessful candidates, during which my Special Representative extended his good offices, an understanding was reached that led to the inauguration of the National Assembly on 26 January by President Karzai. However, differences between the executive and legislative branches in the interpretation of the role of the Special Court continue, which has added to growing tensions between them.

16. The 26 January inauguration ceremony brought together the newly elected Lower House (Wolesi Jirga) and Upper House (Meshrano Jirga) in a joint session, though one third of the Meshrano Jirga senators, the 34 to be appointed by the President, had yet to be named. During his inaugural speech, President Karzai emphasized the importance of national unity and increased self-sufficiency, which was welcomed by the members of parliament. The President urged members of parliament to address the concerns of citizens of all ethnicities.

17. On 31 January, 60 days after the certification of results, the Electoral Complaints Commission disbanded in accordance with the law. In its final press release, the Commission warned against the consequences of attempts to interfere unlawfully with the final election results. In accordance with the electoral law, the assets and authorities of the Electoral Complaints Commission were transferred to the Independent Election Commission. In the last week of January, both bodies conducted lessons-learned exercises, which should help to contribute to a national dialogue on how to strengthen electoral institutions and pursue reforms with the aim of making elections in Afghanistan more cost-effective and sustainable.

18. On 14 February, investigators of the Attorney General's Office entered the headquarters of the Independent Election Commission in Kabul, accompanied by several dozen police officers, and ordered that all warehouses with ballot boxes and the Independent Election Commission data centre be sealed. Independent Election Commission warehouses containing ballot boxes were also sealed in several other provinces across the country. On the same day, the Independent Election Commission issued a statement expressing its readiness to cooperate with judicial authorities, while expressing concern over the recent actions by the Attorney General's Office. On 15 February, UNAMA issued a statement expressing its concern at the events of the previous day, which could undermine the independence of electoral institutions in Afghanistan. On 20 February, the Attorney General informed the Independent Election Commission in writing that it had "suspended" the Chief Executive Officer of the Independent Election Commission and one of its commissioners for insufficient cooperation with the Special Court. The Independent Election Commission responded that, under the law appointing these individuals,

they could only be dismissed or suspended by the Office of the President. The Attorney General's action should be seen in the context of attempts by the Special Court to carry out a recount of votes in several provinces, a process which the Independent Election Commission has rejected for legal and practical reasons.

19. Since its inauguration, the new National Assembly has focused on electing the leadership of the two houses. On 27 January, 65 of the 68 senators of the Upper House appointed by the provincial councils, in the absence of the 34 appointed by the President, convened to name the previous Deputy Speaker, Muslim Yaar, as the new Meshrano Jirga Speaker. In the Lower House, where the leadership is selected by ballot rather than by consensus, there were lengthy discussions on the election of a Wolesi Jirga Speaker. After 16 voting sessions involving a total of 18 candidates, Haji Abdul Rauf Ibrahimi, an ethnic Uzbek from the northern province of Kunduz, was elected on 27 February.

20. On 19 February, President Karzai presented the list of 34 presidential appointees to the Meshrano Jirga, including 18 former senators and 16 new senators.

21. The United Nations Development Programme (UNDP) project, under which electoral assistance has been provided, is now focused on consolidating the capacity of electoral institutions, maintaining their institutional memory and sustainability, and strengthening their independence. The project seeks to reinforce the technical and operational capacities of the institutions and establish a more sustainable electoral administration, which is less dependent on international support. Donors have expressed support for a no-cost extension to the UNDP project until 30 June 2011, which will act as a bridge until a new UNDP electoral support project can be established.

C. Reintegration/reconciliation

22. Peace and reintegration efforts by the Government of Afghanistan, including those of the High Peace Council and the Afghan Peace and Reintegration Programme, continue to gain momentum. During the reporting period, the High Peace Council conducted high-profile visits to Kandahar, Herat, Jalalabad and Islamabad, to increase awareness and build support for the peace process. UNAMA, through its Salaam Support Group, provided logistical assistance to those missions. The visit to Pakistan by the High Peace Council from 4 to 8 January 2011 highlighted the Afghan authorities' focus on involving the region in its reintegration and reconciliation efforts. During the visit, it was agreed that a joint peace committee would be established by Pakistan and Afghanistan to advance reintegration and reconciliation efforts in Afghanistan. The High Peace Council visited Turkey between 22 and 25 February to further its discussions on reconciliation with countries in the region. The joint secretariat of the Afghan Peace and Reintegration Programme and the High Peace Council also visited several provinces in Afghanistan to provide information and support the management of specific reintegration events.

23. Provincial peace and reintegration committees have now been established in 27 provinces, and include public officials and community and religious representatives. Their initial objectives are outreach, confidence-building activities, negotiations and grievance resolution. The committees have been provided with the necessary funds, and are now commencing their work. On 9 February, members of

provincial peace and reintegration committees from Nangarhar, Kunar, Nuristan and Loghar Provinces visited the Parwan detention facility to observe the conditions of detention of convicted anti-Government elements. The provincial peace and reintegration committees of Balkh Province began outreach activity in two insurgency-affected areas in Balkh and Chahar Bolak districts, where it held meetings with communities and former commanders, urging them to support the peace process.

24. Armed groups, at times comprising a dozen or fewer men, continue to join the reintegration process, particularly in the less conflict-affected provinces in the north. According to the joint secretariat, 960 men have joined the process thus far. This development is attributed to a combination of efforts by security forces and outreach by provincial authorities and is an encouraging demonstration of ownership and leadership on the part of the Afghan authorities. In some areas, however, the success of this effort has led to insurgents increasing their intimidation campaign against communities and individuals who have chosen to reconcile with the Government.

25. At the national level, the Financial Oversight Committee, a body reporting to the joint secretariat and comprising the Minister of Finance, the Chief Executive Officer of the Afghan Peace and Reintegration Programme and two rotating donors, has approved seven projects thus far. Six are to establish cells in ministries and departments to support programme development. A demining project has also been approved for implementation in Badghis, with reintegrated individuals to constitute part of the workforce.

26. UNDP is providing technical assistance to the joint secretariat to implement the Afghan Peace and Reintegration Programme, managing one of the three major windows for the channelling of international financial assistance totalling $72 million. The capacity of the joint secretariat has been strengthened with support of international and national expertise in the areas of policy, programming and operational services. UNDP has also supported the joint secretariat in operationalizing financial assistance to 8 provinces, and work is under way in another 13. A team of experts from the Government and UNDP are activating both short-term projects and long-term sustainable projects to support the Government in successfully implementing the Afghan Peace and Reintegration Programme.

27. The first meeting of the Special Peace and Reintegration Subcommittee of the Security Standing Committee of the Joint Coordination and Monitoring Board took place on 22 January in the presence of the Chair of the High Peace Council, Burhanuddin Rabbani and Minister Stanekzai from the Afghan Peace and Reintegration Programme. At the meeting, they noted that the armed opposition had shown interest in recent peace overtures, adding that further efforts would be required to build confidence. They underlined that the important indicator was tangible improvement in the security situation, rather than the number of reintegrated fighters. They also acknowledged the complexities in building consensus for a political process and in terms of programme implementation.

D. Regional cooperation

28. During the reporting period, the Government of Afghanistan continued cooperation efforts with countries in the region in the areas of security, economic development and trade. In Ashgabat, on 11 December 2010, President Karzai

attended the signing of the inter-governmental agreement and gas pipeline framework agreement for the Turkmenistan-Afghanistan-Pakistan-India gas pipeline, which will transport natural gas from Turkmenistan through Afghanistan, Pakistan and India. During the reporting period, the Afghanistan-Pakistan Transit Trade Agreement was formally ratified.

29. President Karzai attended the eleventh summit meeting of the Economic Cooperation Organization (ECO) in Istanbul, on 23 December. He indicated Afghanistan's readiness to implement the ECO Vision 2015, which envisages the establishment of a free trade area in the region, and called for increased ECO investment promotion and private sector development. The President announced Afghanistan's readiness to join the ECO Trade and Development Bank.

30. At the fifth trilateral summit meeting of the Presidents of Afghanistan, Pakistan and Turkey, held in Istanbul on 24 December 2010, the Presidents of Turkey and Pakistan expressed their support for the Kabul process. The Presidents agreed to continue their engagement in the trilateral format in the areas of development, training, education, institutional capacity-building and security cooperation. They announced plans to hold the first trilateral live military exercise in urban warfare from 19 to 27 March 2011 in Istanbul. President Karzai also visited India on 2 and 3 February and attended the Delhi Sustainable Development Summit.

31. Foreign Minister Zalmay Rassoul visited Pakistan on 27 and 28 January. At a joint press conference, the establishment of a joint commission was announced as part of a mutual consultation process to fight terrorism. The commission will be led by the Foreign Ministers, and include senior diplomats, military and intelligence officials and the Deputy Chair of the High Peace Council. During the visit, the establishment of a consultation process between the Planning Commission of Pakistan and the Afghan Ministry of Economy was also agreed, to explore mutually beneficial projects.

32. Afghanistan and Iran continued their dialogue on bilateral cooperation, particularly in relation to counter-narcotics efforts, migrant workers and railway building. The reporting period also saw the planning for the first Iran and Afghanistan trade fair, in March, to be held in Tehran.

33. My Special Representative visited Tehran on 18 and 19 January, where he discussed with Iranian senior officials the transit of fuel into Afghanistan from Iran, the presence of an estimated 1.2 to 2 million undocumented Afghan immigrants in Iran, and drug control. During his third visit to Pakistan from 8 to 11 February, my Special Representative and his interlocutors discussed the role of UNAMA in support of the Afghan-led efforts towards an inclusive peace process.

III. Human rights

34. UNAMA documented 7,120 conflict-related civilian casualties (2,777 deaths and 4,343 injuries) in 2010, an increase of 19 per cent compared to 2009. Anti-Government elements were linked to 5,446 civilian casualties (76 per cent of the total number), while military operations by pro-Government forces resulted in 840 civilian casualties (12 per cent of the total number). The remaining 12 per cent could not be attributed. The overall rise in civilian casualties in 2010 can be attributed to the increased use of improvised explosive devices, targeted

assassinations by anti-Government elements and intensified military operations, in particular in the southern provinces. Although the number of international military forces increased in 2010, civilian casualties linked to these forces decreased by 21 per cent compared to 2009.

35. The majority of civilian casualties occurred in the south and south-east regions. Improvised explosive devices planted alongside busy roads and suicide attacks by anti-Government elements in civilian areas accounted for the largest number of civilian deaths and injuries. Suicide attacks targeting convoys, buildings and personnel of pro-Government forces also resulted in civilian casualties. Anti-Government elements also used suicide attacks targeting civilian locations, such as the Kabul supermarket attack on 28 January (see para. 7 above). Pro-Government forces used air strikes and night raids to target anti-Government elements, sometimes resulting in civilian casualties and property damage. ISAF and Government authorities continued to consider compensation claims and launched joint investigations into most incidents of civilian casualties.

36. Following the issuance of the report of UNAMA on harmful traditional practices and implementation of the Law on the Elimination of Violence against Women in December 2010, the Mission advocated with Government representatives, civil society and other interlocutors to end such practices and improve protection mechanisms. The United Nations Population Fund (UNFPA), in coordination with the Ministry of Interior and the European Union Police, developed and published a training manual for the prevention of violence against women. The Afghanistan Police Academy has now integrated this into the training curriculum.

37. In January, the Afghan Government circulated a draft regulation on women's protection centres, which called for full Government control over shelters for women. Women's protection centres and shelters provide a critical service for vulnerable women and girls facing violence and abuse in Afghanistan. While the draft regulation is a positive step towards acknowledging the importance of, and setting standards for, women's protection centres and includes some gender sensitive provisions, it also includes provisions that are of concern to human rights and women's rights organizations. The Criminal Law Reform Working Group, which was established by the Ministry of Justice to facilitate comments by Afghan and international experts on draft criminal laws and regulations and includes representatives of the Attorney General's Office, the Ministry of Interior, the Ministry of Justice, and the Afghanistan Independent Human Rights Commission, has proposed revisions to the draft regulation to address these concerns, for the Government's consideration.

38. The Government of Afghanistan is finalizing its report to the Committee on the Elimination of Discrimination against Women. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) is supporting the Ministry of Foreign Affairs to coordinate and manage the preparation of the report through training and inter-ministerial consultations on the draft.

39. The population of Afghanistan's prisons continues to grow. In 2001, there were only 600 prisoners nationwide. By October 2007, the figure had reached 10,604. Official figures from January 2011 reveal that the Central Prison Department is housing a total of 18,970 sentenced prisoners and unsentenced detainees, including 597 women and 281 children. This increase in the prison population puts a strain on the already overcrowded system that was designed for about 10,000 prisoners.

40. Arbitrary detention by Afghan law enforcement and security forces remains a concern that negatively impacts the rule of law and public confidence in justice and security structures. UNAMA continued to receive allegations of ill-treatment, lengthy detention without charge or trial, incommunicado detention and lack of access to defence counsel in National Directorate of Security and Ministry of Justice facilities. Improvements in conditions and treatment have been observed in some facilities, particularly where capacity-building and infrastructure projects have occurred. In late 2010, the National Directorate of Security established an oversight commission to review conditions and allegations of detainee mistreatment in facilities throughout the country.

41. Efforts to boost civil society engagement in peace, reintegration and reconciliation processes have increased. UNAMA facilitated civil society engagement on transitional justice issues in the context of the Afghan Peace and Reintegration Programme. Civil society groups advocated that the recommendations made at their November 2010 conference on peace, justice and reconciliation, which was co-sponsored by UNAMA, should be implemented. A request for regular dialogue was made to the High Peace Council and its joint secretariat. UNAMA further supported civil society's efforts to assist provincial peace and reintegration committees. The common goal is to ensure that Afghan Peace and Reintegration Programme mechanisms do not prevent victims of serious human rights violations from seeking justice now or in the future.

42. UNAMA and international donors worked with the Government to meet the Kabul process commitment to creating a funding mechanism in the State budget for the Afghanistan Independent Human Rights Commission. This mechanism is intended to safeguard the Commission's financial and operational independence. On 13 December 2010, the Ministry of Finance announced that the Government had allocated $1 million to the Commission, subject to parliamentary approval of the 2011/2012 budget.

43. On 30 January 2011, the action plan for the prevention of underage recruitment into the Afghan national security forces was signed by the Minister of Foreign Affairs and my Special Representative, and witnessed by my Special Representative for Children and Armed Conflict, Ms. Radhika Coomaraswamy. The Government committed to the prevention of underage recruitment into the army, police, intelligence services and local police forces. It also committed to addressing issues of sexual violence against children by security forces, and of killing and maiming in contravention of international humanitarian law. My Special Representative for Children and Armed Conflict obtained commitments from the Ulema Shura (Council of Clerics), the High Peace Council, ISAF, the Senior Civilian Representative of NATO, donors and human rights actors to support the action plan. The High Peace Council recognized the need to introduce child reintegration into the Afghan Peace and Reintegration Programme and to engage in dialogue with non-State actors on the immediate release of children within their ranks.

44. On 18 January 2011, the Committee on the Rights of the Child considered the initial report of Afghanistan on its implementation of the Convention on the Rights of the Child. A high-level Government delegation headed by the Deputy Minister of Justice travelled to Geneva for the occasion. The discussion focused on the perceived lack of coordination and Government ownership of the many laws, policies, strategies and programmes related to children.

45. The Afghanistan Independent Human Rights Commission lost its Child Rights Commissioner, Hamida Barmaki, in the 28 January attack in Kabul. Ms. Barmaki had played an important role in furthering agreements between the Government and the United Nations to prevent the sexual abuse of children and underage recruitment into the Afghan national security forces.

46. The Ministry of Education, in collaboration with the United Nations Children's Fund (UNICEF), is supporting 4,000 school management committees in insecure areas, where approximately 300 of the 670 schools that were closed by insurgents in recent years have been reopened. The Minister of Education believes that this represents an important shift from the past, with the armed opposition seemingly modifying their position on the education of girls.

47. At the request of the Government of Afghanistan, the United Nations Office for Project Services (UNOPS) established the United Nations Afghanistan disability support programme in January 2011. This multi-year programme is implemented in support of the Ministries of Labour, Social Affairs, Martyrs and Disabled, Education and Public Health towards implementation of the Afghanistan national disability action plan. The programme assists the Government in developing its capacity and required structures to increase access to and implementation of disability services throughout Afghanistan.

IV. Implementation of the Kabul process and aid coherence

48. During the reporting period, the Government of Afghanistan continued to implement the Kabul process. A key element of this process is the development of 22 national priority programmes, the framework for Afghanistan's prioritized development agenda. These programmes build on ongoing activities and national programmes, such as the national solidarity programme, which have demonstrated their ability to deliver tangible results. New areas of activity are also included, such as the establishment of a policy and legislative framework to support the growth of extractive industries in Afghanistan. Each national priority programme sets out a three-year strategy that includes planned deliverables, timelines and required donor financing. One of the challenges identified by the Government in developing national programmes within the ambitious timeframe set at the July 2010 Kabul Conference is its limited technical capacity.

49. Six national priority programmes have been elaborated and costed, and consultations have been initiated with donors. Two of these priority programmes (on public financial management and economic reform and on the Afghan Peace and Reintegration Programme) have been endorsed and their implementation has begun. The public financial management programme is seen by both the Government and the international community as critical for the successful implementation of all other programmes; without effective capacity to plan and execute budgets, the ability of Government ministries to implement and deliver priority services to the population will face severe constraints. Effective public financial management is also a precondition for donors to direct funds to the Government's core budget. The experience to date of this priority programme illustrates the value of early consultation between relevant line ministries and donor partners to ensure consensus and committed financial support behind Government priorities.

50. In February, President Karzai called on international donors to support, as a matter of priority, civil service reform to ensure good governance and the delivery of basic services. Progress on implementation of the Kabul process will necessitate a renewed and coordinated effort in support of public financial and administrative capacity at all levels of Government during 2011.

51. The commitment by international partners to progressively channel 50 per cent of development assistance through the Afghan budget and to align 80 per cent of aid to Government priority programmes remains a key issue for the Government and donors alike. In preparation for finalization of the national budget for the Afghan year 1390 (21 March 2011 to 19 March 2012), presented to Parliament on 8 February, the Government undertook bilateral discussions with all development partners on current and planned financing commitments. International partners have expressed concern at the continued absence of an International Monetary Fund (IMF) country programme, which could hamper financing for development and the realization of alignment commitments. The establishment of a new programme remains dependent on agreement between the Government and IMF on how to deal with Kabul Bank, which has been declared bankrupt. An IMF mission visited Kabul in mid-February to continue negotiations with the Government. Although there was consensus on the principle that the fastest way to resolve the crisis is to sell the bank, there is no agreement on how the sale should be financed. In the absence of an IMF programme, some $70 million in disbursements against the Afghan Reconstruction Trust Fund's incentive programme, which directly finances Government activities in support of economic governance and policy reform, could be withheld. Future disbursements against the recurrent cost financing window of the Afghan Reconstruction Trust Fund are also under discussion. If no agreement is reached on the Kabul Bank and the terms of a new IMF country programme, bilateral donors may have to suspend or redirect their assistance.

52. The importance of maintaining the political momentum behind the Government's prioritized development agenda in the face of security, political and governance challenges was one of the reasons for the ministerial retreat, organized by the Government in Jalalabad, from 10 to 12 February. The retreat brought together 22 cabinet ministers and senior officials to review progress on national programmes and on budget execution, as well as to discuss the process of transition. The basis for Government review and discussion is the monitoring framework maintained by the Ministry of Finance, based on rolling 100-day action plans for each national priority programme. This monitoring framework includes progress on the commitments made by the Government at the 2010 London and Kabul Conferences, and is the basis for review by the Joint Coordination and Monitoring Board.

53. The transition to Afghan lead in security responsibilities (*Inteqal*), one of the key elements of the wider Kabul process, gained momentum in the first months of 2011. The selection of a first group of candidates for transition is based on monthly provincial and district assessments by NATO/ISAF as well as by the Government, led by Dr. Ashraf Ghani, head of the Transition Coordination Commission. With UNAMA support, Dr. Ghani visited Bamyan, Herat, Badghis and Badakshan to assess political, security, development and governance conditions and to identify threats, risks and opportunities in each province. NATO/ISAF and their Afghan counterparts have underscored the positive nature of their cooperation and close consensus on the readiness of districts, provinces and municipalities for transition.

54. It is acknowledged that the sustainability of the transition depends on the extent to which it is accompanied by progress in development, rule of law and governance. The Government has stressed that the transition is a step in the broader transformation to an effective Afghan state, supported by long-term partnerships with the international community. The linkage between the transition and Afghanistan's national development priorities was discussed during the above-mentioned ministerial retreat, where there was consensus that the next three years offer a critical opportunity to align the efforts of the Government and the international community behind a clear set of priorities, delivered through national programmes that bring tangible benefits to people in Afghanistan's urban centres and rural communities. The need for greater focus on and coordinated effort in support of infrastructure development was also highlighted. Another theme stressed by the Government is the need to avoid the creation of parallel structures and processes during transition, particularly at the subnational level. Of key importance in transition planning is the manner in which provincial reconstruction teams support local authorities and, at the provincial and district levels, align their activities and financing to Government priorities and budgetary mechanisms and gradually transfer any remaining functions to Afghan institutions.

55. UNAMA is supporting the implementation of the Government's decisions and the joint NATO/ISAF/Government planning process. The Mission's approach to transition is based on three principles: Afghan ownership and leadership, sustainability as a basis for planning and implementation, and complementarity between the main actors involved. United Nations agencies, funds and programmes in Afghanistan are reviewing their sectoral activities and provincial presence to identify those areas in which they have a comparative advantage, based on accessibility and relative need and focusing on underserved but stable provinces. In these areas, the United Nations will reinforce its efforts to support local authorities in identifying and planning for local priorities and needs and effectively coordinating local development actors.

56. UNAMA continued to promote the coherent planning and delivery of aid, based on the principle of Afghan ownership and leadership of aid coordination. The Mission alternates with the Ministry of Finance in taking responsibility for the organization of weekly meetings of heads of donor agencies and supports Government-led consultations with donor partners on national priority programmes, including through the nomination of donor focal points to coordinate the input of international partners. The multitude of formal and informal aid-coordination mechanisms in Kabul presents a challenge. UNAMA is working with the secretariat of the Joint Coordination and Monitoring Board in the Ministry of Finance and with donors to establish a more streamlined coordination system to enable regular dialogue with line ministries and donor partners and facilitate the strengthened monitoring and oversight role of the Joint Coordination and Monitoring Board, as envisaged in the Kabul process.

57. The revised terms of reference for the Joint Coordination and Monitoring Board provide for the participation of civil society and private sector representatives. UNAMA has supported Afghan civil society networks in establishing a mechanism for their regular representation in the Joint Coordination and Monitoring Board. In the development of national priority programmes, the Ministry of Finance, with UNAMA support, has established a task force to consult

with civil society organizations, many of which will be key implementing partners at the local level. A similar process is now under way for private sector networks.

58. At the subnational level, UNAMA offices continue to work closely with provincial development councils, the Ministry of Economy and line ministry-led working groups to support coordination of provincial development planning and aligned support from provincial reconstruction teams and donors. UNAMA field offices held workshops in Kapisa, Parwan and Wardak Provinces with provincial development councils and sector working groups to enhance understanding of respective functions and relationships in coordinating the planning and delivery of development. In Paktya Province, UNAMA field offices worked with local authorities and provincial reconstruction teams to develop agreed procedures for the implementation of projects, which will now be extended to other provinces in the south-east. In Herat, the UNAMA field office supported the Governor and line ministry representatives in reviewing mechanisms for provincial aid coordination.

59. A critical step in supporting Government-led aid coordination is the strengthening of the United Nations own coherence, in line with the request by President Karzai to me at the Kabul Conference. A first step in this direction is the development of an integrated strategic framework. The integrated strategic framework process builds on actions planned through the United Nations Development Assistance Framework and the mandate of UNAMA, and takes into account core United Nations principles of development and humanitarian action. The criteria to determine the focus of the integrated strategic framework in Afghanistan were alignment with the Kabul process, the Organization's comparative advantage and the existence of a space for further intra-organizational synergy. Five priority areas were identified: peace, reconciliation and reintegration; governance and rule of law; human rights; sustainable livelihood; and maternal and newborn health. In addition, the United Nations country team, under the leadership of UN-Women, started implementation on a pilot basis of the National Action Plan for the Women of Afghanistan in Dai Kundi Province under the "United Nations delivering as one" approach. A shared platform of interventions was adopted by 16 United Nations agencies, and the development of a common implementation plan for this purpose is under way. Rapid responses to immediate medical and welfare needs were delivered by UNICEF, the World Health Organization (WHO) and UNFPA. Consistent with the principle of Afghan leadership and ownership, the Ministry of Women's Affairs was assisted in mobilizing 12 ministries and Government departments to engage Dai Kundi's local officials and identify the specific measures to address local needs.

V. Humanitarian assistance

60. During the period under review, humanitarian needs in Afghanistan remained high. The deteriorating security situation has been hampering safe access to people in need. Only half the country is accessible to humanitarian organizations. The serious protection concerns highlighted in my report on children and armed conflict in Afghanistan (S/2011/55) remain. As a result of low snowfall this winter, there is a heightened risk of drought, accompanied by flash floods. Displacement and obstacles to reintegration of returnees remain of concern. Currently an estimated 8 million people are in need of food assistance and a further 1 million are in need of emergency agricultural assistance. To address growing humanitarian needs, the

humanitarian country team refocused the consolidated appeal in 2011 on life-saving and livelihood-saving activities, emergency preparedness and contingency planning. The consolidated appeal for Afghanistan, seeking $657 million, is currently 31 per cent funded.

61. Afghanistan has the highest maternal mortality ratio in the world with 1 in 11 women at risk of dying due to pregnancy and childbirth-related causes. One in five Afghan children dies before reaching the age of five. UNFPA, UNICEF, WHO, the World Bank, and the Joint United Nations Programme on HIV/AIDS (UNAIDS) are developing a joint action plan 2011-2013 to support the Ministry of Public Health to improve maternal and newborn health, also a key theme of the integrated strategic framework.

62. WFP continued to provide targeted food assistance between December 2010 and February 2011. Some 260,000 schoolchildren received high energy biscuits; over 300,000 women and marginalized groups were supported through food-for-training activities; 600,000 beneficiaries were supported through food-for-work programmes; and nearly 25,000 tuberculosis patients received assistance. As part of the purchase for progress initiative, WFP purchased wheat from small-holder farmers and is supporting local production of high energy biscuits. WFP procured 13,000 metric tons of locally grown wheat from the Ministry of Agriculture, Irrigation and Livestock in support of the development of Afghanistan's strategic grain reserve.

63. A total of 5.5 million refugees have returned to Afghanistan over the last nine years, over 20 per cent of the entire population. The Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that a significant number of all returnees (potentially 40 per cent) are still in need of reintegration support and that many (potentially 28 per cent) are in dire need of humanitarian assistance. UNHCR has initiated pilot monitoring projects to determine the magnitude of such needs and the progress made with regard to reintegration of returnees. During the reporting period, UNHCR assisted in the voluntary repatriation of 351 Afghans and in 2010 it distributed basic non-food items and winterization packages to 35,369 families of returnees and internally displaced persons (over 212,000 individuals). As of mid-December 2010, UNHCR had also completed 3,687 shelters, bringing the total number built since January 2010 to over 17,000.

64. Conflict-induced displacement has been on the rise in 2010, and this trend has continued in January 2011. There are currently an estimated 360,000 internally displaced persons in Afghanistan, of which an estimated 102,000 were displaced as a result of conflict. In January 2011 alone, 12,122 persons are reported to have been displaced as a result of conflict. UNHCR coordinates protection and assistance responses to these groups of internally displaced persons, including facilitation of voluntary return to places of origin wherever possible. To better understand urban displacement and respond to the protection needs of internally displaced persons, UNHCR, with the Afghanistan Independent Human Rights Commission and line ministries, is currently undertaking protection profiling in informal settlements in Kabul.

65. The United Nations-supported Mine Action Coordination Centre of Afghanistan conducted a livelihood survey and a post-demining impact survey to assess the socio-economic impact of landmine clearance. The Centre is supporting the Department of Mine Clearance in conducting an audit of cleared land. The

number of those falling victim to landmines has been dramatically reduced, and the majority (74 per cent) of the casualties in 2010 have been due to unexploded ordnance and other explosive remnants of war rather than landmines. The Centre is working with implementing partners to realign their programmes in response to this trend.

VI. Counter-narcotics

66. In January 2011, the United Nations Office on Drugs and Crime (UNODC) released its Afghanistan opium survey for 2010, warning that potentially rising opium prices might encourage farmers to plant more opium poppy. In 2010, the average farm-gate price of dry opium at harvest time was $169 per kg, an increase of 164 per cent compared to 2009, when the price was $64 per kg. This dramatic price increase at the local level did not translate into similar price increases in neighbouring countries. Cross-border prices remained relatively stable. As a result, income generated by the opium economy for Afghan criminal groups halved in 2010. The total value of exported opium and heroin was $1.4 billion, compared with $2.9 billion in 2009, a decrease of 50 per cent.

67. Also in January, the Ministry of Counter Narcotics, together with UNODC, organized a press briefing on the opium winter rapid assessment survey 2011 for the central, eastern, southern and western provinces. The survey's main finding was that a slight decrease in opium cultivation can be expected in these regions in 2011, despite high prices. A combination of factors seems to have contributed to this development, including dry weather, efforts directed against poppy cultivation and licit alternatives. However, according to the survey in the western provinces of Farah, Heart, Ghor and Nimroz, poppy cultivation is expected to increase. The eastern and central provinces of Nangarhar, Kunar, Laghman, Kabul and Kapisa are following the same pattern. Kapisa and Ghor could see a return to opium cultivation, which may lead to the loss of their poppy-free status. The remaining provinces in central and eastern Afghanistan, which were poppy-free in 2010, are expected to retain that status. The current high price of opium has not produced an increase in opium cultivation in Helmand and Kandahar, the highest opium-cultivating provinces. Cultivation is actually expected to decrease in those provinces in 2011.

68. In December 2010, an Afghan-to-Afghan training course to raise the awareness and improve detection abilities of wider Afghan law enforcement agencies was convened, with a focus on impeding the flow of chemicals used in the manufacture of heroin and other narcotics as well as improvised explosive devices. Also in December 2010, the UNODC country office for Afghanistan inaugurated the first border liaison office at the Torkham crossing between Afghanistan and Pakistan to support the fight against transnational organized crime.

69. A recent UNODC survey on prisons estimates that 30 per cent of the current prison population is sentenced for using or supplying drugs. In addition to its advocacy efforts, UNODC is supporting the Government in developing an array of community-based alternatives, such as drug treatment centres, drop-in centres, night shelters and mobile outreach teams.

VII. Mission support

70. I am grateful to Member States for approving the Mission's budgetary requirements for 2011, allowing UNAMA to continue to implement its mandate. UNAMA continues to operate in a difficult security environment. The changing nature of the risks faced by the United Nations in Afghanistan can and should be mitigated by employing the appropriate resources necessary to maintain activities wherever possible. As recommended by the Department of Safety and Security, UNAMA continues to implement security enhancement projects throughout the country as the Mission strengthens and broadens its outreach.

71. The recent suicide attacks in Kabul mentioned above, as well as the 23 October 2010 attack on the United Nations compound in Herat mentioned in the previous report, draw attention to the need for appropriate risk mitigation measures to be employed through the implementation of a security enhancement programme for all United Nations offices countrywide. Construction of a secure compound on land provided free of charge by the Government of Afghanistan is under way in Kandahar. Projects to construct similar compounds are being developed for the Mission's regional offices in Bamyan and Mazar-e-Sharif. The new Alpha compound in Kabul is now fully operational, and the construction to reinforce security mitigation measures at other UNAMA facilities in Kabul and additional accommodation are proceeding as planned.

72. I am also pleased to report that the Mission's vacancy rate for international staff as of 31 January 2011 is 32 per cent, down from 35 per cent in October 2010, and that its overall vacancy rate is 20 per cent. In this respect, I also wish to thank the Member States for their support in harmonizing the terms and conditions of service among the United Nations system staff serving in hardship locations, such as Afghanistan, as retention of experienced staff remains as much a priority as recruitment.

73. The UNAMA Support Office in Kuwait is formally established. The Mission's Kuwait-based personnel provide administrative support to staff in the Mission area. Communications and information technology disaster recovery and business continuity systems are in place and operational. The Mission is working closely with the United Nations Assistance Mission in Iraq (UNAMI) and the Department of Field Support to explore efficiencies that can be realized through the co-location of the two Missions' offices in Kuwait. The same satellite technology equipment and servers support both Missions in Kuwait, and capacity-building and training programmes are also shared.

VIII. Observations

74. Only five months ago, at the NATO summit in Lisbon, Afghanistan and ISAF contributors agreed on a road map that will lead to Afghan institutions assuming full responsibility for security across the national territory. This transition process adopts a comprehensive vision of security, recognizing that without good governance and long-term commitment to support economic development, security gains will not be sustainable. This is in line with the agreements of the London and Kabul Conferences and the process for implementing the mutual commitments undertaken there, the so-called Kabul process. A number of steps have been taken by

all parties to advance this process. On 21 March, on the occasion of the Afghan new year, President Karzai is expected to announce the first tranche of districts and provinces that will transition to full Afghan security responsibility.

75. The early steps in the transition process are a demonstration of the capacity of Afghans to dictate the path of their own future development. The goal of transition is an Afghan future which transcends the conflicts of the past, and is informed by the country's rich culture, history and tradition. The generosity of the international community will remain crucial to achieving this transition. Equally crucial will be the understanding on the part of the international community of the risk of its good intentions sometimes undermining Afghan capabilities, and its willingness to allow Afghan solutions to Afghan problems. The full exercise of Afghan sovereignty is not only a right, it is also a responsibility towards the Afghan people. It is against the latter criterion, in particular, that the success of the transition will be measured.

76. Despite these positive steps, the transition process faces many obstacles, including two immediate challenges that must be overcome. One is the tension between the executive, legislative and judiciary branches over the status of parliament. If this continues much longer, or if it leads to an entrenched political crisis, it will be detrimental to the credibility, effectiveness and inclusiveness that is necessary for the Government of Afghanistan to lead the transition process. There is no question that there were significant flaws in the election process, but these were neither unexpected nor unprecedented. The United Nations is of the view that the electoral institutions performed commendably under difficult circumstances. There is also no question that the result, which was a reflection of the patterns of instability in the country, created a parliament where the Pashtun population in some areas is apparently underrepresented compared to the previous parliament. This is a problem that evidently needs to be addressed, but the manner in which it is addressed will have consequences for the transition process in particular, and the future stability of Afghanistan in general. My Special Representative has been working closely with all parties to find an appropriate solution, while making the essential point that this solution should not be achieved at the expense of the electoral institutions, the constitutional separation of powers, the confidence of the international community, or indeed that of the Afghan people.

77. A second immediate challenge to the implementation of the Kabul process is the current impasse over the Kabul Bank. This also has implications for the prospect of international partners aligning assistance with Afghanistan's national priority programmes. The protracted delay in resolving this issue threatens to undermine the Government's vision for economic growth and the progress it has made in developing national priority programmes. These delays weaken confidence in the country's financial system and, crucially, prevent the finalization of an agreement on a new IMF country programme. Absent an IMF programme, it will be difficult for international partners to meet the Kabul Conference commitment to direct funds through the Government's budget. This, together with uncertainty over the provision of adequate security for development projects during the implementation of presidential decree 62 on private security companies — notwithstanding attempts at a satisfactory resolution — puts at risk the critical financing needed to implement the Government's prioritized development agenda and the existing commitments to increasingly provide donor funding through the Government budget.

78. The complexities of these two problems cannot be underestimated, but neither can the importance of their resolution to the future of Afghanistan.

79. The United Nations is committed to continuing to support the Kabul process, through a constructive, comprehensive, transparent, practically focused and complementary partnership with all relevant stakeholders, starting with the Government and people of Afghanistan, and including all international and development actors. Our approach to the Kabul process and transition is based on three key principles: transition must be Afghan-owned; it must be planned and implemented in a sustainable manner; and it must ensure the protection and promotion of the rights of all Afghans. The United Nations system in Afghanistan can complement and bring added value to Afghan and NATO/ISAF efforts in specific sectors, such as local mediation and conflict resolution support; advocacy and monitoring of human rights; technical assistance to Afghan capacity-building for delivery of basic services and management of natural disasters, within the limits of available funding and resources provided to members of the United Nations country team; and support to Afghan-led coordination of international development assistance at all levels of Government. The focus will be on those locations where there are needs and where security and accessibility conditions will allow the Organization to maximize its efforts and reinforce its presence, as necessary. The United Nations will also continue to pursue a "One United Nations" approach and strengthen the coherence of its efforts in Afghanistan, in line with my commitments to President Karzai.

80. As the transition process, which is currently predominantly security focused, moves forward, it can only be made sustainable if accompanied by an inclusive political process. Such a process will ensure that all Afghans have a vested interest in furthering the agenda set by the Kabul process. With the convening of the Consultative Peace Jirga, the establishment of the High Peace Council, and the adoption and gradual implementation of the Afghanistan Peace and Reintegration Programme, the Government of Afghanistan has demonstrated leadership in promoting an intra-Afghan dialogue. This momentum, launched by President Karzai at his second inauguration, needs to be maintained. All sides owe it to the Afghan people to nurture and increasingly articulate unity of purpose behind the objective of a peaceful coexistence of all segments of Afghan society.

81. The rising human cost of the conflict, which we view with increasing alarm, is linked to a surge in military operations, as well as to a greater use of improvised explosive devices and continuing instances of suicide attacks. The plight of Afghan civilians, who bear the brunt of the conflict, must be the fundamental rationale for not only strengthening efforts to protect civilians and ensure respect for international legal norms by all parties, but also for seeking a political solution that will allow all Afghans, men and women, boys and girls, to partake in their country's transition to stability, free from violence and in the enjoyment of their fundamental human rights.

82. As reintegration initiatives continue, confidence-building measures can help bring forward and develop an intra-Afghan dialogue. In this light, I encourage Security Council members in their future deliberations to bear in mind the political import and significance, in the Afghan context, of the sanction regimes established by the Council in its resolution 1267 (1999) and related subsequent resolutions.

83. UNAMA is equipped, through the Salaam Support Group described in the present report, to lend its good offices and implement its political outreach mandate, as well as to propose and promote confidence-building measures, to support the High Peace Council, the implementation of the Afghanistan Peace and Reintegration Programme, and ultimately the development and implementation of an Afghan-led reconciliation process.

84. The promise of progress that a stable and flourishing Afghanistan would bring to its neighbours and the wider region cannot be overstated. The continuing engagement between Afghanistan and its regional partners in the areas of trade, economic development and infrastructure development must be supported. So, too, must be the engagement of countries in the region towards an Afghan-led reconciliation process. In this respect, my Special Representative will continue to play his regional coordination role and travel to countries in the region and neighbouring countries to facilitate and help sustain these efforts.

85. In light of the above, the mandate of UNAMA, which expires on 23 March 2011, should be renewed for an additional 12 months. The elements of the mandate, as outlined in Security Council resolution 1917 (2010), should continue to guide the Mission's work in Afghanistan, taking into due account the developments that have taken place over the past year and the Mission's above-mentioned priorities for 2011.

86. The United Nations in Afghanistan works in broad and constructive cooperation with other international entities. I would like to express my appreciation in particular to the NATO Senior Civilian Representative and the European Union Special Representative for their close cooperation with my Special Representative and his team.

87. Finally, I would like to express my appreciation and gratitude to my Special Representative and the Head of UNAMA, Staffan de Mistura, for his dedication and leadership. My continued recognition also goes to all the men and women serving with the United Nations in Afghanistan, who continue to work tirelessly under extremely challenging circumstances, to further the goals of peace, prosperity and stability in Afghanistan.

Annex

Progress against benchmarks

I. Security

Benchmark: sustainable Afghan security institutions and processes capable of ensuring peace and stability and protecting the people of Afghanistan

Indicators of progress	*Metrics*
Increase in the number of national police and national army personnel mentored, trained and operational according to an agreed structure	• The national army and the national police are on track to reach respective 2011 growth figures of 171,600 and 134,000. As of January 2011, the strength of the Afghan national security forces was as follows: 152,000 national army and 118,000 national police personnel. • The UNDP February 2011 police perception survey notes a 34 per cent improvement from 2009 in public confidence in the police forces (although the level of public confidence in the southern region decreased).
Development of and progress in a plan for a phased and conditions-based transition to Afghan security lead	• On 20 November 2010, a Declaration was adopted by the Heads of State and Government of the nations contributing to the United Nations-mandated, NATO-led ISAF, which stated that the process of transition in some provinces and districts was on track to begin in early 2011. The Declaration reaffirmed support for President Karzai's objective for the Afghan national security forces to lead and conduct security operations in all provinces by the end of 2014. • On 6 February, President Karzai stated that he would announce the first phase of transition on the new Afghan year, on 21 March 2011.

II. Peace, reintegration and reconciliation

Benchmark: national dialogue and regional engagement to pursue constructive and inclusive processes to foster a political environment conducive to peace

Indicators of progress	*Metrics*
Development and implementation of inclusive national and regional processes to enhance peace, reintegration and reconciliation efforts	• The Consultative Peace Jirga took place from 2 to 4 June 2010, with the participation of 1,600 delegates. • Over 300 women (close to 25 per cent of the total participants) successfully participated at the Jirga.

Indicators of progress	*Metrics*
	• President Karzai issued a decree on 29 June 2010 that formally launched the Afghan Peace and Reintegration Programme.
	• Over 900 anti-Government elements have joined the process within the Afghan Peace and Reintegration Programme.
	• More than $234 million have been pledged to the Afghan Peace and Reintegration Programme, of which $134 million have already been received.
Increased ability by Afghan authorities to gather and provide substantiated, updated and accurate information to the Security Council Committee established pursuant to Security Council resolution 1267 (1999)	• The Government of Afghanistan established a senior-level working group which compiles and consolidates the information to be provided to the Committee established pursuant Security Council resolution 1267 (1999) in support of review requests.
Increased public support for the peace process through engagement at the community level and with civil society	• The High Peace Council was established in September 2010. Provincial peace and reintegration committees have been established in 278 provinces. The joint secretariat is considering changes to the structure and composition of the committees, to increase representation of the community, tribal elders and civil society, and to impose limitations on the membership — 25 for each committee.
	• The High Peace Council has made high profile visits to Herat, Kandahar, Jalalabad and Kunduz to inform about and build support for a peace process.
	• The High Peace Council visited Iran, Pakistan and Turkey to discuss regional support to peace and reconciliation efforts.

III. Governance and institution-building

Benchmark: extension of Government authority throughout the country through the establishment of democratic, legitimate, accountable institutions, down to the local level, with the capacity to implement policies and to be increasingly capable of sustaining themselves

Indicators of progress	*Metrics*
Increased ability by Afghan authorities and independent electoral institutions to manage and conduct genuine and periodic elections, with	• In 2010, the Electoral Complaints Commission had 3 Afghan and 2 international commissioners (compared to 3 international and 2 national commissioners in 2009).

Indicators of progress	*Metrics*
due regard to women's participation and constitutionally guaranteed quotas	• The number of international staff required to provide technical support to the Independent Election Commission decreased compared to 2009.
	• The Independent Election Commission discharged its functions in a timely manner and in accordance with the electoral timetable for the 18 September 2010 parliamentary elections.
	• The quota of 68 seats for female members of parliament was achieved, with 69 female members of parliament elected.
Establishment of a Monitoring and Evaluation Committee and development of anti-corruption benchmarks	• The Monitoring and Evaluation Committee has been legally established by presidential decree. Three Afghan members have been appointed by the President, and three international members were nominated by the international community. Inauguration of the Committee has been delayed by the unanticipated withdrawal of one international member.
	• Consensus has been reached on the establishment of the Monitoring and Evaluation Committee secretariat, to be funded by international donors through a UNDP programme.
Empowerment of anti-corruption institutions to oversee a whole-of-Government approach to anti-corruption	• The High Office of Oversight, supported by the President, is coordinating finalization of the Government action plan to fight corruption (e.g., the top three action points adopted by each ministry to fight corruption).
Annual publication of asset declarations of public officials	• 1,995 senior government officials, including the President, Vice-President and Cabinet members, have registered their assets, and the findings have been published in the national media.
Increased capacity of civil servants at the central, provincial and district levels to discharge functions and deliver services	• Since January 2010, the Afghan Civil Service Institute has delivered core functional training for a total of 12,358 civil servants across the country and provided 4,814 civil servants with additional capacity development training initiatives.
	• The Institute enrolled 1,100 college graduates in Kabul and 2,000 graduates subnationally in their internship programme to attract younger, educated candidates to careers in the civil service.

Indicators of progress	*Metrics*
Increased transparency and effectiveness of civil service appointments	• The Government of Afghanistan has established a new merit-based appointment system, through presidential decree, for the appointment of District Governors and Deputy Provincial Governors. Officials will no longer be political appointees and will be recruited as senior civil servants.
	• 25 District Governors were recruited through the new mechanism.
	• 45 District Governor vacancies and 17 Deputy Provincial Governor vacancies have been announced and are currently being processed.
Strengthened civil service reform supported by a comprehensive approach to capacity-building and donor-funded technical assistance	• In 2010, six additional reform implementation management units to implement and facilitate institutional reform at the ministerial level and the judiciary were established with the international financial support.
Implementation of the subnational governance policy and development of subnational regulatory, financing and budgetary frameworks	• The subnational governance policy was approved on 22 March 2010 by the Council of Ministers.
	• The Independent Directorate for Local Governance has completed work on the policy implementation framework and the subnational planning and financial framework.
	• The Independent Directorate has established a subnational legislative committee and a development plan for the transition of community development councils to village councils.
	• The Independent Directorate has drafted the local government, provincial council, district council, village council and municipality laws, which are currently being reviewed by the legal experts of its Policy Department. Once reviewed by the Ministry of Justice, the laws will be submitted to the Council of Ministers and parliament for approval.
Development and publication of criteria for administrative boundaries	• No significant progress has been made on the matter
Establishment of adequate infrastructure for functioning Government institutions, especially at the subnational level	• The Government of Afghanistan, with the support of international partners, has constructed a total of 179 district government offices, an increase of 10 offices since January 2009.

Indicators of progress	*Metrics*
Establishment of credible and accessible judicial and penal systems that respect and uphold the human rights of all citizens	• Consultations on the draft criminal procedure code, prepared by the Ministry of Justice are expected to be completed in March 2011, for finalization and submission to the legislative process. • Expansion of Legal Aid Offices of the Ministry of Justice to 19 provinces, from 1 in 2009, with around 65 legal aid lawyers employed, up from 15 in 2009. • Provision of legal aid services by non-governmental organizations (NGOs) remains roughly at the same level as in 2009. Currently there are approximately 190 legal aid lawyers (compared to 183 in late 2009). • There has been some progress on pay and grading reforms in the Supreme Court and the Office of the Attorney General, with the establishment of reform implementation management units. • The first draft of the three-year law and justice for all programme has been finalized and is currently being translated.

IV. Human rights

Benchmark: improved respect for human rights of Afghans, in line with the Afghan Constitution and international law, with particular emphasis on the protection of civilians, the situation of women and girls, freedom of expression and accountability based on the rule of law

Indicators of progress	*Metrics*
Reduction in the number of incidents of unlawful use of force and intimidation of civilians, through compliance by relevant actors with international law	• In 2010, 7,120 Afghan civilians were killed and injured, a 19 per cent increase from 2009. Anti-Government elements were linked to 5,446 civilian casualties (76 per cent). A total of 840 civilian casualties (12 per cent) were attributed to pro-Government forces. The remaining 12 per cent could not be attributed. • Tactical directives and standard operating procedures implemented by ISAF in 2010 have contributed to a reduction in civilian casualties by pro-Government forces. • UNAMA monitoring and advocacy efforts raised awareness of the need to improve respect for international human rights law and international humanitarian law and contributed to policies adopted by pro-Government forces aimed at reducing incidents of civilian casualties.

Indicators of progress	*Metrics*
Improved awareness by Afghans of their rights and by the Government of its obligations	• **Publication of the UNAMA/OHCHR report on harmful traditional practices and implementation of the Law on the Elimination of Violence Against Women and related advocacy/training activities increased awareness of the August 2009 Law.**
	• **UNAMA outreach activities promoted the right to political participation among women during the 2010 parliamentary elections.**
Improved impact of, and support for, legal and policy measures to combat violence against women and girls	• **The Government has established a national Commission on Elimination of Violence against Women following enactment of the Law on the Elimination of Violence against Women and has established 22 provincial commissions thus far.**
	• **The 2010 UNAMA/OHCHR report on harmful traditional practices and implementation of the Law on the Elimination of Violence against Women revealed that such practices remain widespread and that, although there has been some improvement in the State's response to harmful practices and violence against women, often the police and the judiciary fail to impartially enforce the law and are unwilling or unable to implement laws that protect women's rights. Research for this report revealed that lack of awareness of the Law and understanding of its provisions is still common among those tasked with its implementation.**
	• **UN-Women administered a multi-donor trust fund for the elimination of violence against women which provided grants for national organizations to combat violence against women, with $4.7 million disbursed from 2008 to 2010.**
Improved awareness of, and support for, legal and policy measures related to combating impunity and furthering transitional justice	• **In May 2010, a Victim's Jirga for Justice was held, providing a forum for issues, such as impunity, to be brought to the Government's attention ahead of the Consultative Peace Jirga held in June.**
	• **At the Kabul Conference, the Government committed to revising the action plan for peace, reconciliation and justice.**
	• **The launching of the Afghan Peace and Reintegration Programme raised concern among human rights groups and civil society, especially with regard to the mention in the Programme of possible political amnesty and grievance resolution procedures.**

Indicators of progress	*Metrics*
	• At a press conference on 4 October, Afghan civil society issued a statement calling on the President to review the composition of the High Peace Council, especially with regard to civil society and women's representation. This was followed by a one-day conference on justice and reconciliation in Kabul in November.
Government fulfilment of reporting requirements on international human rights covenants and conventions and implementation of the recommendations from the Human Rights Council universal periodic review of Afghanistan	• In May 2010, the Committee on Economic, Social and Cultural Rights reviewed the Government's progress in securing the economic, social and cultural rights of its people, following the submission of the State's second periodic report to the Committee. • UNAMA organized a seminar to support the Human Rights Support Unit of the Ministry of Justice, the Ministry of Foreign Affairs and other stakeholders in designing an action plan to implement the recommendations of the universal periodic review. • The Government of Afghanistan has completed, with support from UN-Women, its first periodic report to the Committee on the Elimination of Discrimination against Women.
Increased capacity and commitment of the Government of Afghanistan and the Afghanistan Independent Human Rights Commission, as the Afghan national human rights institution, to respect, protect, fulfil and promote human rights	• In September 2010, the Human Rights Support Unit of the Ministry of Justice officially began its work. • The Afghanistan Independent Human Rights Commission has the lead in coordinating activities of line ministries and civil society groups to implement the national priority programme for human rights and civic responsibilities. UNAMA is playing a supporting role as a member of the programme's working group. • At the Kabul Conference, the Government pledged to prioritize the adoption of the draft criminal procedural code and to develop and implement a database on prisoners. • Weak capacity in the administration of criminal justice and penal systems results in arbitrary detention and poor enforcement of fair trial guarantees. • On 18 October 2010, the Government decided to provide state funding for the operations of the Afghanistan Independent Human Rights Commission. On 13 December 2010, the Ministry of Finance confirmed that $1 million has been budgeted for the Commission for the period from March 2011 to February 2012.

V. Economic and social development

Benchmark: Government policies supported by the international community that promote sustainable economic growth and contribute to overall stability

Indicators of progress	*Metrics*
National priority programmes are designed and implemented with international support and endorsement	• The prioritized requirements of the Afghanistan National Development Strategy have been identified through 22 national priority programmes tabled at the Kabul Conference in July 2010.
	• Two national priority programmes have been fully endorsed: the Afghan Peace and Reintegration Programme and the Financial and Economic Reform Programme.
	• The Government of Afghanistan has developed an accountability and monitoring framework for national priority programmes, presented at the November 2010 meeting of the Joint Coordination Monitoring Board.
	• Six-month action plans for all national priority programmes have been developed in consultation with the international community. Full costing and three-year proposals for each of the national priority programmes are under development.
More equitable distribution of development assistance and Government expenditure throughout Afghanistan	• Contracting arrangements for public financial management assessments of seven line ministries (accounting for approximately 90 per cent of development resources and spending) are being finalized.
Increased revenue collection and sustainable growth based on Afghan resources	• The Government of Afghanistan projects revenue growth to increase from 8.9 to 9.6 per cent of GDP in 2011.
	• The Government is developing and costing the national regional resources corridor initiative programme. Ongoing work is focused on developing a regional rail transportation plan, completion of the national ring road and a regional pipeline strategy.
	• The Government has prepared its five-year National Extractive Industry Excellence Programme, which focuses on five strategic areas, including policy and legislative reform, improved sector regulation, modernized institutional reform, improvements in the business environment and information management to facilitate increased investment.

Indicators of progress	*Metrics*
	• In support of the National Extractive Industry Excellence Programme, the Government of Afghanistan has drafted new policies on mineral extraction, oil and gas and has revised key mining and hydrocarbon legislation.
	• The Government is a member of the Extractive Industries Transparency Initiative Secretariat and is on track to becoming a member of the Initiative by 2012.

VI. Regional cooperation

Benchmark: sustained and effective regional coordination in support of prosperity, peace and stability

Indicators of progress	*Metrics*
Improved coordination of regional bodies and increased regional investments	• The Afghanistan-Pakistan Transit Trade Agreement was signed on 28 October 2010 and came into force on 12 February 2011. Implementation of Agreement will start pending a solution to the issue of transit fees for Afghan truckers, for which Afghanistan requests a waiver.
	• The Turkmenistan-Afghanistan-Pakistan-India Gas Pipeline Framework Agreement was signed in Ashgabat on 11 December 2010.
	• The construction of the Hairaton to Mazar-e-Sharif railway was completed.
	• The Presidents of Afghanistan and Pakistan, on 16 September 2010, committed to commence the Peshawar-Jalalabad and Quetta-Kandahar rail projects on a priority basis.
	• Pakistan and Turkmenistan were admitted to the Central Asia Regional Economic Cooperation (CAREC) programme on 2 November 2010.
	• The Kabul Silk Road initiative was launched on 8 May 2010 by UNAMA.
	• The Afghan Minister of Economy took part in a session of the Shanghai Cooperation Organization on 25 November and requested that Afghanistan be granted full membership in the Organization.

Indicators of progress	*Metrics*
	• The Fourth Regional Economic Cooperation conference on Afghanistan was held in Istanbul from 2 to 4 November. The Conference recommendations focused on developing regional roads and railways; the extractive mine industry; donor support for the implementation of the Transit Trade Agreement; and harmonizing and upgrading customs and transport infrastructure.
	• The fourth trilateral summit of the Presidents of Afghanistan, Iran and Tajikistan, held in Tehran on 5 August, agreed to advance joint strategic projects on railways and roads, power stations and transmission lines between Tajikistan and Iran via Afghanistan.
	• The fifth trilateral summit of the Presidents of Afghanistan, Pakistan and Turkey took place in Istanbul on 24 December 2010.
	• A quadrilateral Russian Federation-Afghanistan-Pakistan-Tajikistan summit was held in Sochi, the Russian Federation, on 18 August, to discuss areas of cooperation to advance economic development and stability in the region.

VII. Partnership between the Government of Afghanistan and the international community

Benchmark: coherent support by the international community for Afghan priorities within an Afghan-led coordination framework

Indicators of progress	*Metrics*
Increased percentage of aid aligned with the Afghanistan National Development Strategy and Government priorities	• The Government of Afghanistan is finalizing the donor financial review, the instrument to measure and assess aid alignment.
	• The Government and donors continue to negotiate criteria for defining and monitoring the London and Kabul Conference commitments related to achieving 80 per cent of aid aligned to national priority programmes and 50 per cent of development aid delivered through the Government.
	• The Government has consulted with the international community concerning its off-budget financing framework. Discussions continue with a view to finalizing the operational guide for off-budget development financing.

Indicators of progress	*Metrics*
Improved accountability of procurement and contracting on behalf of the Government and the international community	• A Foreign Contracts Working Group has been established. • Technical working groups have been established to review contracting processes and identify areas vulnerable to corrupt practices.
Strengthening of the Joint Coordination Monitoring Board in support of the Kabul process and as a means of regular review of progress on Afghan priorities and mutual commitments	• Members of the JCMB adopted revised terms of reference on 15 November 2010.

VIII. Counter-narcotics

Benchmark: sustained trend in the reduction of poppy cultivation, narcotics production and drug addiction.

Indicators of progress	*Metrics*
Decrease in poppy cultivation, narcotics production and addiction rates	• Opium cultivation remained stable in 2010 at 123,000 hectares, down from a peak of 193,000 in 2007, with 98 per cent of cultivation taking place in nine provinces in the south and west of the country. • Total 2010 opium production is estimated at 3,600 metric tons, a decrease of 48 per cent compared to 2009. The decrease was due to a plant infection hitting the main poppy-growing provinces of Helmand and Kandahar. • In Afghanistan the survey from 2010 showed that the number of regular opium users had risen 53 per cent since 2005, from 150,000 to 230,000, while the number of heroin users has increased from 50,000 to 120,000, a 140 per cent increase.
Increase in effective interdiction and counter-trafficking efforts	• In 2010, counter-narcotics police officers conducted 1,277 operations resulting in seizures of 51,994 kg of opium, nearly 7,000 kg of heroin, 65,000 kg of hashish, 3,400 kg of morphine and 179,895 kg of precursor chemicals. Sixty-four drug manufacturing laboratories were dismantled. A total of 1,186 suspects, including 10 foreign nationals, were arrested.

Indicators of progress	*Metrics*
	• The overall interdiction under Operation TARCET II (Targeted Anti-trafficking Regional Communication, Expertise and Training Initiative) in 2010 resulted in the seizure of 1,630 kg acetic anhydride in Afghanistan, 383 kg in Iran and 21,000 kg in Pakistan. Operation TARCET III began in September 2010.
Increase in licit agriculture and related private capital investment in areas previously used for poppy cultivation	• Due to the stable opium cultivation in the last two years, the figure for this indicator is not available at the moment.